



UNHABITAT

Regional and Technical Cooperation Division



# ZAMBIA URBAN PROFILE



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME  
REGIONAL AND TECHNICAL COOPERATION DIVISION

## TABLE OF CONTENTS

FOREWORD	4
EXECUTIVE SUMMARY	6
BACKGROUND	8
GOVERNANCE	12
SLUMS	15
GENDER AND HIV/AIDS	17
ENVIRONMENT	20
PROJECT PROPOSALS GOVERNANCE	23
SLUMS	28
GENDER AND HIV/AIDS	32
ENVIRONMENT	38

## FOREWORD



The annual urban growth rate in Sub-Saharan Africa is almost 5 percent twice as high as in Latin America and Asia. It also has the world's largest proportion of urban residents living in slums, which today are home to 72 percent of urban Africa's citizens representing a total of some 187 million people. As more and more people seek a better life in towns

and cities, the urban slum population in Africa is projected to double every 15 years in a process known as the urbanisation of poverty. African cities are thus confronted in the new Millennium with the problem of accommodating the rapidly growing urban populations in inclusive cities, providing them with adequate shelter and basic urban services, while ensuring environmental sustainability, as well as enhancing economic growth and development.

UN-HABITAT is the lead agency for implementation of Millennium Development Goal (MDG) 7, Target 10 (reducing by half the number of people without sustainable access to safe drinking water), and Target 11 (achieving significant improvement in the lives of at least 100 million slum dwellers by 2020).

As part of our drive to address this crisis, UN-HABITAT is working with the European Commission (EC) to support sustainable urban development in African, Caribbean and Pacific (ACP) countries. Given the urgent and diverse needs, the agency found it necessary to develop a tool for rapid assessment to guide immediate, mid- and long-term interventions.

In 2004, UN-HABITAT's Regional Office for Africa and the Arab States took the initiative to develop the approach for application in over 20 countries. This was achieved in collaboration with other departments within the agency – the Urban Development Branch with the Urban Environment Section, the Global Urban Observatory, the Shelter Branch, the Urban Governance Unit, the Gender Policy Unit, the Environment Unit and the Training and Capacity Building Branch. This new corporate approach is known as Rapid Urban Sector Profiling for Sustainability.

The implementation of the Urban Profiling was launched thanks to contributions from the Governments of Italy, Belgium and the Netherlands. Today, UN-HABITAT is conducting city profiles in 18 new countries as part of the Participatory Slum Upgrading Programme financed by EuropeAid and its Intra-ACP fund. Also, Zambia, as well as 12 other African countries, are going to develop action plans for selected priority proposals presented in this document, the second phase of the new programme.

The idea behind the urban profiling is to help formulate urban poverty reduction policies at the local, national and regional levels through a rapid, participatory, crosscutting, holistic and action-orientated assessment of needs. It is also aimed at enhancing dialogue, awareness of opportunities and challenges aiming at identifying response mechanisms as a contribution to the implementation of the MDGs.

The approach addresses four main themes: governance, slums, gender and HIV/AIDS and environment. It seeks to build a national profile, and three settlements representing the capital or a large city, a medium-sized city, and a small town. The profiles offer an overview of the urban situation in each participating city through a series of interviews with key urban actors. This is followed by a city consultation where priorities are agreed. City-level findings provide input for the national profiling that is combined with a national assessment of institutional, legislative, financial and overall enabling frameworks and response mechanisms. The profiles at all levels result in supporting the formation of city and national strategies and policy development. Additionally, the profiling facilitates sub-regional analyses, strategies and common policies through identification of common needs and priorities at the sub-regional level. This provides guidance to international external support agencies in the development of their responses in the form of capacity building tools.

In Zambia, the profiling was undertaken under the leadership of national and local authorities. The Zambia Urban Profile focuses on the findings of a desk-study, interviews with key actors, and country-wide consultations with key urban actors and institutions. Consultation participants agreed to address the salient urban issues including poverty, insecurity, corruption, pollution and crime – all problems that negatively affect investments and economic development. A consensus was reached on priority interventions in the form of programme and project proposals to be implemented.

I wish to acknowledge the contributions of Mr. Mohamed El Sioufi, who initiated the urban profiling concept, the Programme Manager Alain Grimard, and Kerstin Sommer, who coordinated the programme. I also wish to cite staff members for their support in producing this report. They include Alioune Badiane, Clarissa Augustinus, Mohamed Halfani, Lucia Kiwala, Eduardo Moreno, Raf Tuts, Gulelat Kebede, Gora Mboup, Raakel Syrjanen and Felix Zeiske.

I would like to wish the Zambia team a successful implementation, and I also look forward to supporting further their efforts in the urban development of Zambia.



**Anna Kajumulo Tibaijuka**  
Under-Secretary-General of the United Nations,  
and Executive Director,  
UN-HABITAT

# EXECUTIVE SUMMARY

## INTRODUCTION

The Urban Profiling is a rapid and action-oriented urban assessment of needs and capacity-building gaps at the city level. It is currently being implemented in over 20 countries in Africa and the Arab States and has been launched in 30 new Countries in Africa as well as in Caribbean and Pacific small island countries. The Urban Profiling uses a structured approach where priority interventions are agreed upon through consultative processes. The Urban Profiling methodology consists of three phases: (1) a rapid participatory urban profiling at national and local levels focusing on governance, informal settlements, gender and HIV/AIDS, environment and proposed interventions; (2) detailed priority proposals; and (3) project implementation. The Urban Profiling in Zambia encompasses profiles of Lusaka, Kitwe and Livingstone, each published as a separate report. This report constitutes a general background, a synthesis of the four themes – governance, informal settlements, gender and HIV/AIDS, and environment – and priority project proposals.

## BACKGROUND

Zambia is one of the most urbanised countries in Africa. This situation has brought about major urban development challenges, such as the provision of land and services to an ever-increasing urban population. The country's urban areas are centres of industry, education and culture, hosting almost 50 percent of the country's population. Despite progress in privatisation and budgetary reform, Zambia's economic growth remains below the levels necessary to significantly reduce poverty. Some studies indicate that over 70 percent of Zambians live in poverty. Per capita annual incomes are currently at about one-half their levels at independence and place the country among the world's poorest nations. Rural areas are underpopulated. Unemployment and under-employment are serious problems. In the larger cities, over 70 percent of people live in informal settlements and peri-urban areas with inadequate access to basic services. Local authorities are too ill-equipped to manage the challenges of rapid urban growth.

## GOVERNANCE

Zambia enacted a new constitution in August 1991 that re-introduced multi-party politics in an effort to improve governance. The constitution enlarged the National Assembly from 136 members to a maximum of 158 members, established an electoral commission, and allowed for more than one presidential candidate. The constitution was amended again in 1996 to set new limits on the presidency. However, a lot remains to be done in terms of transparency, accountability and impartiality in the pursuit of good governance at both central and local government levels. Decision making is still highly centralised and is negatively affected by bureaucracy, corruption and low institutional capacity. A chronic lack of financial assets and quality human resources hinders local authorities' capacity.

## SLUMS

Unplanned settlements have become an integral part of urban development and are home to over 70 percent of the urban population. Urban growth is mainly being absorbed into informal settlements. The settlements are generally characterised by inadequate shelter, lack of services and inadequate waste management. Lack of essential infrastructure and services make the residents of unplanned urban settlements vulnerable to ill health, particularly because of inadequate access to clean water and safe sanitation facilities. The quality of environmental conditions in the settlements degenerates progressively with an increasing population. Secure tenure must be provided for residents of regularised unplanned settlements in order to facilitate development and the urban upgrading processes. The means of securing land tenure must be simplified, to become affordable and locally manageable. The existing legislation must be reviewed and harmonised in order to free it from inappropriate planning standards, and to encourage private sector participation in housing delivery schemes. Corruption in land allocation must be tackled as a matter of urgency. A peri-urban upgrading strategy based on sustainable service provision must be developed and implemented.



## GENDER AND HIV/AIDS

Gender disparities continue to constrain the exploitation of the full potential of Zambia's human resources. Cultural beliefs, customs and socialisation processes have perpetuated gender imbalances. Although the government has put in place institutional frameworks, mechanisms and processes for mainstreaming gender in order to achieve gender equality and equity, the institutional mechanism for the implementation of the National Gender Policy is weak due to lack of appropriate legislation. To this effect, there is a need for appropriate legislation that will give clear guidelines for institutional arrangements for implementation of the policy. HIV/AIDS is the nation's greatest health challenge. The scourge has continued to ravage Zambian economic, political, cultural and social development. The government has put in place various HIV/AIDS prevention and control programmes, which have assisted to stabilise the spread of the disease. Nonetheless, HIV/AIDS prevalence still remains among the highest in the region.

## ENVIRONMENT

The urban environment is seriously threatened by pollution, rampant destruction of natural forests for fuel wood, charcoal burning, unregulated quarrying and inadequate waste management. Inefficient environmental planning and management, corruption and lack of political will have fuelled environmental degradation. Institutions tasked with environmental management lack enforcement capacity and coordination. Environmental protection must involve all stakeholders. Environmental education and awareness on issues such as pollution and land degradation is essential to the success of measures to protect and conserve the environment. This must include the protection of both the natural and built environment and the promotion of the sustainable utilisation of environmental resources.

# BACKGROUND

## INTRODUCTION

### The Urban Profiling

The Urban Profiling is a rapid, action-oriented assessment of urban conditions, focusing on priorities, capacity gaps and existing institutional responses at the local and national levels. The purpose of the study is to develop urban poverty reduction policies at local, national and regional levels, through an assessment of needs and response mechanisms, and as a contribution to the wider-ranging implementation of the Millennium Development Goals. The study is based on an analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics and others. This consultation typically results in a collective agreement on priorities and their integration into proposed capacity-building and other projects, all aimed at urban poverty reduction. The Urban is being implemented in over 20 African and Arab countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a great overview for central and local authorities and urban actors, as well as donors and external support agencies.

## METHODOLOGY

The Urban Profiling consists of three phases:

Phase One consists of rapid profiling of urban conditions at national and local levels. The capital city, a medium size city and a small town are selected and studied to provide a representative sample in each country. The analysis focuses on four themes: governance, slums, gender and HIV/AIDS and the environment. Information is collected through standard interviews and discussions with institutions and key informants, in order to assess the strengths, weaknesses, opportunities and threats (SWOT) of the national and local urban set-ups. The findings are presented and refined during city- and national consultation workshops and consensus is reached regarding priority interventions. National and city reports synthesise the information collected and outline ways forward to reduce urban poverty through holistic approaches.

**Phase two** builds on the priorities identified through pre-feasibility studies and develops detailed capacity building and capital investment projects.

**Phase three** implements the projects developed during the two earlier phases, with an emphasis on skills development, institutional strengthening and replication.

### The Urban Profiling in Zambia

The Urban Profiling in Zambia encompasses the cities of Lusaka, the capital city, Kitwe, a middle-sized town in the Zambian copper belt, and Livingstone, a small town on Victoria Falls. Each urban profile is published as a separate report.

The national consultation was conceived as a partnership platform, co-developed with the Ministry of Local Government and Housing, the Lusaka City Council, the Ministry of Finance, CARE International, Lusaka Water and Sewerage Company Ltd, parastatal organisations such as the National Housing Authority, and Zambia Low-Cost Housing Programme (NGO). The aim is to promote inter-agency collaboration that integrates a wide range of urban actors in response mechanisms

### Report structure

This report consists of:

- 1 a general background of the urban sector in Zambia, based on the findings of a desk study, interviews and city consultations held in Lusaka, Kitwe and Livingstone, and a national consultation held in Lusaka on April 28 2006 (see back cover for a list of participants in the National Consultation and a bibliography). The background includes data on administration, corruption, urbanisation, population, health, education and economy;
- 2 a synthetic assessment of four main areas – governance, slums, gender and HIV/AIDS, and environment – in terms of the institutional set-up, regulatory framework, resource mobilisation and performance; this second section also highlights agreed priorities and includes a list of identified projects; and
- 3 a SWOT analysis and an outline of priority project proposals for each theme (this is the third and final section). The proposals include beneficiaries, partners, estimated costs, objectives, activities and outputs..

### Population and Settlement

Zambia's population is estimated at over ten million people and comprises more than 70 Bantu-speaking ethnic groups. the predominant religion is a blend of traditional beliefs and Christianity; Christianity is the official national religion. Expatriates, mostly British (about 15,000) or South African, live mainly in Lusaka and on the copper belt in northern Zambia, where they are employed in the mines and related industries. In recent years, over 300 displaced white farmers left Zimbabwe at the invitation of the Government of Zambia and have taken up farming in the southern region of the country and along the rail line.

One-fifth of the country's population lives in the Copperbelt Province, where a number of Zambia's largest towns are located. Outside the copper belt, Lusaka, Kabwe and Livingstone are the most important urban centres.

According to records at the Central Statistics Office, Zambia's population grew at an average annual growth rate of 3.1 percent between 1969-1980, 2.7 percent between 1980-1990, and finally 2.4 percent during the period 1990-2000. Forty-five percent of the population is below the age of 15, resulting in a median age of 17 years. Hence the country has a young population with an in-built potential to grow for many years to come.

## URBANISATION

Zambia is one of the more urbanised countries in sub-Saharan Africa with 35.5 percent of the population living in urban areas. Lusaka and Copperbelt provinces have the highest percentage of urban population at 82 and 81 percent respectively. Eastern Province has the lowest at 9 percent (UN DESA-Population Division, World Urban Prospects, 2007 and 2000 Census, Central Statistics Office Zambia).

Unsustainable migration trends have led to high population growth in the urban areas without the accompanying improvement in infrastructure for service provision. Towns and cities have continued to attract large numbers of people from rural areas. For instance, the population growth of Lusaka, estimated at 6 percent, is twice the national average. High levels of in-migration into the cities can be attributed to a diversified economy, relatively better access to social services and employment opportunities. However, most migrants do not find the quality of life they aspire to in the cities and towns, and end up living in informal settlements in a poor urban environment lacking both adequate shelter and social services. It is estimated that more than 70 percent of the urban population of the cities live in informal settlements.

## EDUCATION

The target of achieving universal primary education as stipulated in the Millennium Development Goals has not been achieved. While primary enrolment rose from 67 percent in 2000 to 68 percent in 2002, literacy among 15-24 year olds dropped from 75 percent in 1990 to 70 percent in 2000. The central government provides 87



percent of education, the private sector 5 percent, the religious sector 3 percent and the local government 2 percent. The educational statistics for Zambia indicate that only 74 percent of children aged 7-13 years attend primary school while the net attendance rate for secondary schools is 28 percent. Over 27 percent of Zambians have never had any formal education (the majority therein being women).

In sum, the education sector is experiencing the following challenges: high dropout rates, a poor attendance, poor learning environment, malnourished learners who are unable to achieve their full learning potential, unmotivated teachers due to low salaries, and falling teacher numbers due to increased deaths arising from HIV/AIDS and other diseases.

## ADMINISTRATION

The branches of government in Zambia are the Executive, Legislature and the Judiciary. The Executive comprises the President, who is both head of state and head of government, and the Cabinet. The legislative branch consists of a national assembly comprising 150 directly elected members, up to 8 nominated members and the Speaker. Both the President and the elected members of the assembly are chosen by popular vote for five-year terms. The Judiciary forms the third wing of government and is headed by the Chief Justice, appointed by the President. The President also appoints judges (subject to Parliament's ratification) to sit on the Supreme Court and the High Courts of Zambia. The Judiciary comprises the Supreme Court, High Court, magistrate courts and local courts. The Supreme Court, headed by the Chief Justice, is the highest court in the land and is the court of appeal.

Zambia is divided into nine provinces, each administered by an appointed Provincial Minister who is at deputy minister level. The nine provinces are subdivided into 72 districts, which are governed at the local level by district councils. Local governance bodies consist of a mixture of locally elected and centrally appointed representatives, the latter including both political appointees and administrative officials.

## HEALTH

The health situation is poor due to declining resources and a growing disease burden mainly due to malaria, respiratory infections and HIV/AIDS. The World Health Report of 2004 states that while in 1996 life expectancy at birth was 50 years, in 2004 it was estimated at 40 years. The report states that about one-fifth of the adult population in Zambia is infected with HIV/AIDS, which is already drastically reducing life expectancy in the country. The AIDS epidemic is also likely to reduce future economic growth and the

number of economically active people. The cost of providing AIDS prevention and treatment programmes will also act as a substantial drain on the government budget. The health sector suffers from limited absorptive capacity at district level and an increasing brain drain. According to the World Health Report of 2004, there are only about 700 doctors left in the country, and more than 2000 nurses have left for the United Kingdom over recent years. The 2003 review of the 2001-2006 National Health Strategic Plan highlighted the need to improve the monitoring system, raise public health expenditures from the current 10 percent of the national discretionary budget to 15 percent, and create a task force on human resources to counteract the retention problems with health personnel.

## THE ECONOMIC SITUATION

Prospects for economic growth in Zambia will come from growth in the copper mining industry, commercial agriculture and increased harvests from small-scale farmers (if the weather conditions are favourable). Growth is also expected in the tourism industry.

Against a background of increasing investment in the mining sector, private gross capital formation is expected to increase in 2005 and 2006. The associated increase in imports of capital goods will partially offset the growth of copper volume exports. Government consumption, which contracted sharply in 2004, following the restrictive stance of the budget, is expected to increase moderately in 2005 and 2006, as poverty reduction spending increases and the 2006 presidential and legislative elections approach.

Tourism has enjoyed strong growth since 2004 as a result of improved marketing and investment by the private sector, encouraged in turn by supportive measures such as the recently established Tourism Development Credit Facility. The potential of the sector is not fully exploited, owing to relatively poor infrastructure in many national parks and cumbersome bureaucratic and regulatory requirements. In order to overcome these constraints, the authorities are designing a Tourism and Hospitality Bill, aimed at simplifying and rationalising the licensing framework in the sector, in line with international standards. In addition, the donor community has launched a series of infrastructure development programmes in some tourist areas.

In April 2005, the International Monetary Fund (IMF) and the World Bank announced that Zambia had reached completion point under the Heavily Indebted Poor Countries initiative, entitling the country to US\$3.8 billion in debt relief. It is believed that most of the money spent on servicing debt will be used on social services such as health and education, and to improve the economy of the country in general.



Poor transport infrastructure, the high cost of long-term finance, stringent collateral, poor managerial capabilities, a weak legal and regulatory framework, and protracted delays in the approval of crucial pieces of legislation are often reported as major concerns by the business community.

## CORRUPTION

A recent National Governance Baseline Survey Report, whose aim is to assist the government in designing a comprehensive governance and anti-corruption strategy, has observed that corruption in Zambia takes many forms and is common, especially in the areas of public service delivery, issuance of permits and licences, and public procurement. The greatest challenge in service delivery is in rural areas, although according to the report, bribes are more frequently asked for in urban than in rural areas. It was observed in the report that bribery does not translate into better quality of services and that corruption reduces access to basic services and courts.

Faced with growing evidence of corruption and mismanagement of public funds and assets, the government has mounted an anti-corruption programme. Investigations on theft of public funds have targeted a number of prominent people and leaders in the past government, including the former President himself. The ongoing anti-corruption campaign is taken as a sign of commitment to good governance and has received support from the donor community and a cross section of the Zambian people.



## GOVERNANCE

Good urban governance, characterised by the principles of transparency, equity, civic engagement, inclusiveness and accountability, is essential for sustainable development. In Zambia, the government's goal has been, since the early 1990s, to modernise the Public Service through various reforms and programmes aimed at improving local government, financial management and good governance. The government approved and launched the National Decentralisation Policy in 2004 in order to facilitate democracy and good governance, and is in the process of developing an implementation strategy through the Decentralisation Secretariat. One objective is to empower local communities by devolving decision-making authority, functions and resources from the centre to the lowest level in order to improve efficiency and effectiveness in the delivery of services. The policy will also provide a legal and institutional framework to promote autonomy in decision making at the local level. The main challenge to effective implementation of the Decentralisation Policy has been the lack of political will and capacity to implement the policy.

The absence of established mechanisms, guidelines and procedures for local governance and participatory development has in some cases led to local institutions not being sufficiently involved in the planning and

implementation of development programmes. Further, local authorities are weakened by government control of national resources from the centre (with little support to the local authorities), political interference, poor quality manpower and an untapped resource base.

## THE INSTITUTIONAL SET-UP

- Although some progress has been made in strengthening local authorities through devolution of power, the operations of local authorities in Zambia are at the mercy of central government, which still retains central authority through the Ministry of Local Government and Housing.
- Although the central government is required by law to make specific grants in lieu of rates to local authorities, this is not done and means local authorities have to rely entirely on their own resources.
- There is a need to capacitate both technocrats and civic leaders with management skills through capacity-building programmes and short refresher courses.
- Councils' bloated workforce contributes to inefficiency since it consumes most of the income at the expense of service delivery.

- Political interference in council operations, and particularly in the allocation of land, has left many local authorities at the mercy of party cadres.
- Lack of operational guidelines for councillors often leads to abuse of authority.
- Democratic community organisations such as Resident Development Committees (RDCs) normally lack adequate resources to fulfil their mandate.
- Urban governance at district level is dualistic in nature. The Office of the District Commissioner is responsible for monitoring and coordinating the work of all line government departments while the local authorities are responsible for all aspects of development, planning and service delivery. This often leads to power struggles, negatively affecting development.

## REGULATORY FRAMEWORK

- Local authorities are under the supervision of the Ministry of Local Government and Housing.
- The Local Government Act provides for a three-tiered, integrated local administration system and defines the functions and powers of a local authority. It provides for autonomy in finance, planning, recruitment and staff development, and mandates local authorities to pass by-laws to govern and raise funds.
- There are three types of councils defined in the act: District Council, Municipal Council and City Council.
- Other relevant pieces of legislation include the Town and Country Planning Act and the Public Health Act, each poorly enforced.
- The Ministry of Local Government and Housing delegates planning powers to local authorities through the Town and Country Planning Act and the Housing Act, which are presently undergoing revision.
- The District Development Coordination Committee has helped to harmonise development efforts in the districts and acts as a technical advisory committee to local authorities.
- At community level, the Resident Development Committee Constitution aims to promote the improvement of living environments and livelihoods of residents, especially in unplanned settlements.

## PERFORMANCE AND ACCOUNTABILITY

- The majority of the urban poor who live in unplanned settlements are excluded from urban decision making. Local authorities and NGOs are making efforts aimed at social empowerment, particularly that of women and youth.
- In many wards and constituencies governance structures are in place, but they lack the capacity to mobilise and sensitise their communities on ways and means of improving their quality of life. There is a need for training in local leadership skills, governance and other skills such as change management.
- Local authorities use the Councillor Committee System to manage and administer councils.
- Council budgets have to be approved and audited by the Ministry of Local Government and Housing and must be activity-based, but most councils lack the capacity to prepare books of account and are years behind schedule.
- Some local authorities have introduced staff appraisal systems, but they have not been effectively implemented.
- RDCs have been established in most settlements to work with local authorities in spearheading community development, but political interference in some cases tends to disrupt their smooth functioning.

## RESOURCE MOBILISATION

- Governance has often been neglected in the development and management of cities; lack of resources is a major hindrance. There is a need to mobilise resources for economic empowerment from both internal and external sources. A major threat to good governance is poor resource mobilisation and poverty.
- Despite their mandate of being responsible for service delivery, local authorities do not generally get any grants from central government and rely on their own sources of revenue, which are generally inadequate or poorly tapped.
- Most local authorities are facing serious financial problems due to small resource bases, untapped potential for income generation and outdated policies.
- Many local authorities lack the capacity to streamline revenue collection, a situation that has led to lack of transparency and encouraged corruption and mismanagement of funds.

### AGREED PRIORITIES

- Government should appoint an independent body to identify the problems in local authorities and come up with practical solutions on improvements.
- Review legislation governing taxes and levies and legislation that guides the development of the informal sector. .
- Implement the Decentralisation Policy.
- Build capacities of the local authorities and sub-district structures.
- Strengthen accountability and transparency in central and local government institutions.
- Improve resource mobilisation and utilisation at local authority level.
- Sensitise traditional and civic leaders on matters pertaining to good governance.
- The central government should be aware of area-based organisations and their developmental roles.
- Establish a strategic planning and management unit, address corruption and introduce a code of ethics.

#### GOVERNANCE N°1

#### Project proposal Page 25

Improving Revenue-Generating Strategies for local authorities

#### GOVERNANCE N°2

#### Project proposal page 25

Securing the tenure of Council Management Officers

#### GOVERNANCE N°3

#### Project proposal page 26

Develop public-private partnership in urban environmental management

#### GOVERNANCE N°4

#### Project proposal page 26

Mainstreaming best practices and policies to improve the living environment

#### GOVERNANCE N°5

#### Project proposal page 27

Mainstreaming best practices and policies to improve the living environment

\* Urban Sector: project proposals addressing all the four themes

## INFORMAL SETTLEMENTS

Urban centres in the country, especially those along the rail lines, have large numbers of unplanned settlements. Most initially emerged on privately owned land and are now home to about 60-70 percent of the total urban population. Urban growth is mainly being absorbed into informal settlements.

The settlements are characterised by inadequate shelter, lack of services and inadequate waste management. Lack of essential infrastructure and services makes the residents of informal settlements vulnerable to ill health, particularly because of lack of access to clean water and safe sanitation facilities. The quality of environmental conditions in the settlements also degenerates progressively with the increasing population.

The following contribute to the growth of squatter settlements in Zambia by hindering transparent land alienation, especially in the cities: inadequate spatial planning, lack of serviced land, speculation on land, complex land alienation procedures, poor record keeping, corruption, inadequate human resources in both local authorities and government, failure of master planning, political interference and unsustainable population growth.

## LAND TENURE

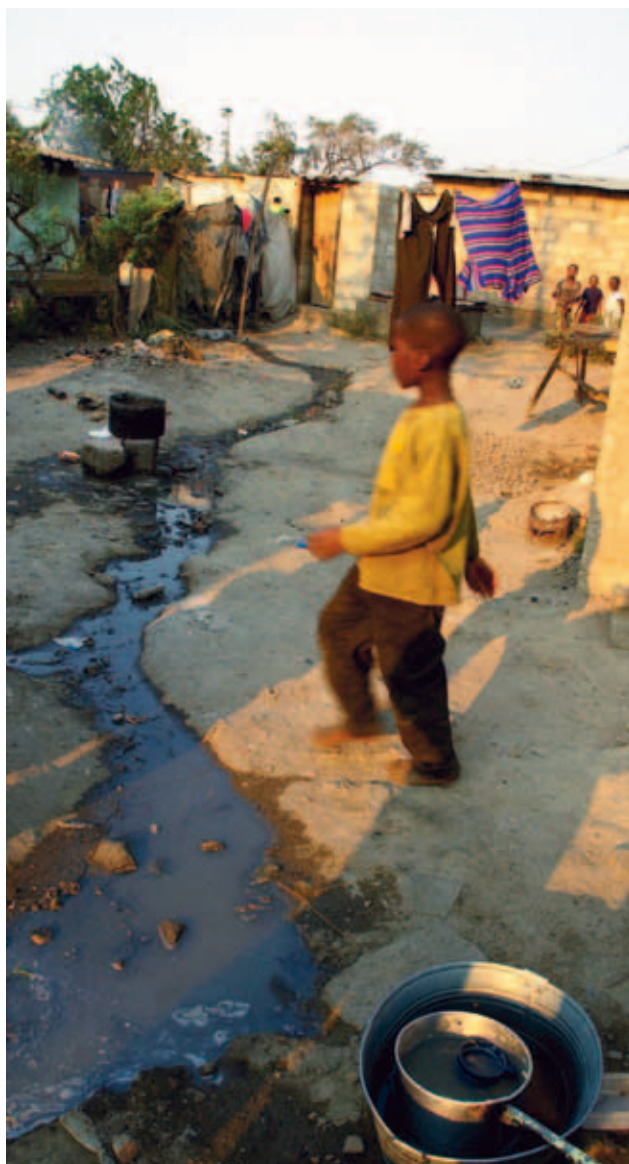
The Land Act of 1995 vests all land in Zambia in the President, as did the Land (Conversion of Title) Act of 1975 before it. The President holds land in perpetuity on behalf of the people of Zambia. Land held under customary tenure before the commencement of the Land Act in 1995 continues to be so held and recognised. The 1995 Land Act allows any person who holds land under customary tenure to convert the holding to a lease (state land), not exceeding 99 years, or any other title that the President may grant.

## THE INSTITUTIONAL SET-UP

- The Ministry of Local Government and Housing, through its Department of Physical Planning and Housing, is responsible for regularising unplanned settlements. It also has a Department of Infrastructure and Support Services, which is responsible for infrastructure development, improvement and rehabilitation. .
- The Ministry of Community Development and Social Services, despite a programme focus on the rural areas, also works in peri-urban areas where it shares responsibilities with local authorities. Its goal is to stimulate and enhance community participation in the organisation, planning, implementation and management of programmes aimed at alleviating poverty, but it lacks resources and thus has limited activities.
- The Housing Act and Land Act regulate housing development in non-conventional areas. .
- The Housing Act provides for the control and improvement of housing in unplanned settlements and is considered the principal legislative document on upgrading regulations. It also provides for the issuance of certificates of title and occupancy licenses, which give security of tenure.
- The Zambian Water Supply and Sanitation Bill of 1996 aims to streamline water provision in the country.
- A Peri-Urban Water Supply and Sanitation Strategy has been developed with United Nations Development Programme (UNDP) and World Bank assistance, but important issues of access, drainage, solid waste management, community facilities and land tenure still need to be considered.

## TYPES OF LAND TENURE

S/N	DOCUMENT	TYPE	DURATION	INSTITUTION
1.0	Title Deed	Confers Title to land(for surveyed land)	99 years	Local Authority , Ministry of Land
2.0	Land Record Card	Stop-gap document	10 years	Local Authority
3.0	Occupancy Licence	Licence giving the occupier the right to occupy the piece of land in question	30 years	Local Authority



## RESOURCE MOBILISATION

- Progress in the regularisation of unplanned settlements has been slow and is hampered by financial and human resource constraints at national and local levels. The lack of a peri-urban development strategy and the inadequacies in the existing legislation negatively affect development. .
- NGOs provide some micro finance for residents. .
- Lack of secure land tenure affects development and access to credit facilities. .
- The upgrading of unplanned/informal settlements tends to follow a government 'subsidy' approach. In most projects, no attempt is made to recover any of the capital costs of infrastructure provision; therefore, replication is difficult.

## AGREED PRIORITIES

- Improve water and sanitation facilities.
- Remove garbage.
- Improve transparency in land allocation.
- Improve security of land tenure for regularised unplanned settlements.
- Improve taxation in unplanned settlements.
- Decentralise resource management for development of informal settlements.
- Promote democratic governance at the local level.
- Decentralise local authority structures in unplanned settlements.

**SLUMS  
Nº1**

**Project proposal**

**Page 29**

Developing a Squatter-Upgrading Strategy

**SLUMS  
Nº2**

**Project proposal**

**page 30**

Resource Mobilisation Strategy for Resident Development Communities

**SLUMS  
Nº3**

**Project proposal**

**page 30**

Providing security of land tenure in legalised unplanned settlements

**SLUMS  
Nº4**

**Project proposal**

**page 31**

Land regularisation program  
Sustainable Solid Waste Management  
in informal settlements me.

## GENDER AND HIV/AIDS

The exploitation of the full potential of Zambia's human resources is constrained by gender disparities. Females lag behind males in educational attainment, non-agricultural employment and participation in politics. Despite efforts by the government and NGOs to reduce gender inequalities in these sectors, the gender gap persists. Cultural beliefs, customs and socialisation processes have perpetuated gender imbalances. Zambia operates a dual legal system consisting of customary and statutory laws. Though unwritten and varying from culture to culture, one thing that is common under customary law is its legalised pattern of discrimination against women. Although Zambia has ratified most international and regional conventions and agreements that promote human rights, such as the Convention on the Elimination of all Discrimination Against Women and the Southern African Development Community (SADC) Gender Declaration, these have not been domesticated. At the moment, the Zambian constitution has no provision for incorporating international treaties and domestic laws.

In September 2004, Zambia declared HIV/AIDS a national emergency. Through a number of initiatives, the government has scaled up the health sector's response to the HIV/AIDS pandemic by increasing the

number of Voluntary Counselling and Testing (VCT) programmes, improving management of opportunistic infections and strengthening the national laboratory capacity. HIV/AIDS is more prevalent among women than men and is having a devastating effect on the local economy, communities and households. Globalisation and rapid urbanisation have exacerbated and accelerated the impact and spread of HIV/AIDS in the country. The disease threatens the country's capacity to develop by reducing human productivity and life expectancy. The main challenges in the fight against HIV/AIDS in the country include: overcoming the stigma associated with HIV/AIDS; limited access to care and prevention programmes; human resource constraints; the multi-faceted nature of the epidemic; gender inequalities; and the high cost of anti-retroviral drugs.

UNDP in Zambia promotes a multi-sectoral response to HIV/AIDS by supporting partnerships among government, civil society and the private sector. For example, UNDP has supported the establishment of the National AIDS Council, which oversees the coordination of multi-sectoral HIV/AIDS activities in the country, including all donor-funded projects, in order to avoid duplication of efforts.



## INSTITUTIONAL SET-UP

- Government has put in place institutional mechanisms for gender mainstreaming: the Gender in Development Division and the National Gender Policy, which serves as the blueprint for gender and development activities.
- The National Gender Policy attempts to redress gender imbalances by promoting equality in access to all levels of education and training, and by promoting and increasing women's participation in decision making. Government has also established a Gender Management System, which is a holistic and system-wide approach for gender mainstreaming, used in partnership with stakeholders, including civil society and the private sector.
- There are weak institutional mechanisms for implementation of the National Gender Policy as a result of the lack of appropriate legislation. There is a need for legislation that gives clear guidelines for institutional arrangements for implementation. The legislation will enhance co-ordination and accountability mechanisms currently in place.
- Since the first case of HIV/AIDS was reported in 1984, the government has put in place HIV/AIDS prevention and control programmes. The National AIDS Prevention and Control Programme includes short- and medium-term plans that set priority operational areas.
- The National AIDS Council incorporates a mechanism for inter-sectoral coordination and collaboration, and strategies on prevention, treatment and care that encompass all government ministries, the private sector and civil society.
- The political leadership has intensified its participation in the fight against HIV/AIDS, seen in increasing references by leaders to the social, economic and health impacts of HIV/AIDS.
- Additionally, HIV/AIDS has been mainstreamed in the Poverty Reduction Strategy Paper and HIV/AIDS sub-committees have been formed under the Provincial and District Development Coordinating Committees.
- The draft HIV/AIDS policy currently under formulation is considering free treatment for those using low-cost healthcare services. In order to scale up the HIV/AIDS treatment programme, the policy will also focus on promoting routine testing and counselling in ante-neonatal and sexually transmitted disease clinics.



## RESOURCE MOBILISATION

- At government level, the role of the Gender in Development Division is to provide leadership in the coordination of gender and development activities, but it suffers from inadequate funding, limited capacity in gender analysis, inadequate monitoring and evaluation systems, inadequate staffing and lack of continuity.
- The alignment of sector policies, programmes and plans with the National Gender Policy is critical to its effective implementation. Most of the government ministries have done this but they lack a system of collecting gender-disaggregated data. The government has mobilised resources for the collection of gender-disaggregated data in sector ministries for monitoring and evaluation of gender programmes, which should facilitate the formulation of appropriate policy interventions in line ministries.
- Local authorities face the problem of providing adequate financial and material support to women's and youth groups. Resources for mainstreaming gender and HIV/AIDS are derived from external and internal sources, which are both inadequate.

## EMPOWERMENT AND ACCOUNTABILITY

- In Parliament, the Committee on Legal Affairs, Governance, Human Rights and Gender Matters was established in 1999. A key mandate of the committee is to subject the activities of government administration to detailed scrutiny to ensure that gender issues are given priority and prominence.
- In local authorities, accountability mechanisms have not yet been established. Gender focal points, where they exist, are working on mainstreaming gender and HIV/AIDS issues in their respective councils.
- Government has embarked on the process of revamping the national budget and training all gender focal points in line ministries and other government departments. Further, government has developed a capacity-building programme for gender focal points and their sub-committees.
- There are a few centrally run programmes in some local authorities (such as the Community Response to AIDS programme, which provides capacity building and training on gender and HIV/AIDS issues), but these interventions only benefit small sections of urban communities. There is a need therefore for more focused citywide capacity building in gender and HIV/AIDS interventions. Training is needed in gender mainstreaming, and in home-based care and VCT for HIV/AIDS patients.

### AGREED PRIORITIES

- Mainstream gender and HIV/AIDS issues in local authorities.
- Produce legislation to support the implementation of the National Gender Policy.
- Provide training in home-based care and VCT for HIV/AIDS patients.
- Incorporate international treaties and domestic laws into the Zambian Constitution.
- Establish micro-finance and business management education and skills for women and girls.
- Undertake sensitisation campaigns against stigmatisation of HIV/AIDS patients.

GENDER AND HIV/AIDS N°1	<b>Project proposal</b>	<b>Page 34</b>
	Gender and HIV/AIDS institutionalisation in local authority operations	
GENDER AND HIV/AIDS N°2	<b>Project proposal</b>	<b>page 35</b>
	Legislation for implementation of the National Gender Policy	
GENDER AND HIV/AIDS N°3	<b>Project proposal</b>	<b>page 36</b>
	Enhancing women's participation in community projects	
GENDER AND HIV/AIDS N°4	<b>Project proposal</b>	<b>page 37</b>
	Capacity building of institutions that work with women and children	



## THE ENVIRONMENT

In the urban areas, a wide range of environmental problems is associated with rapid urbanisation, unsustainable population growth and inadequate town planning. Land degradation, pollution, soil erosion and excessive use of natural resources are common. Even the hinterland's natural ecosystems and bio-diversity are affected by the cities' excessive burden on natural resources.

The major causes of environmental degradation include: poor urban design; inadequate and inappropriate service delivery; poor physical infrastructure; unaffordable energy supply; insufficient industrial pollution control; poor waste management; and inadequate water and sanitation services. The main challenges are: weak legal and institutional frameworks; poor data and information systems in the water resources and sanitation sector; limited stakeholder participation; lack of education and communication programmes with respect to water and sanitation; and mushrooming of unplanned settlements. Other environmental problems are a result of congested city centres, poor and insufficient housing, bad drainage networks (leading to flash floods), inadequate traffic and transportation management, and poverty-inspired deforestation and quarrying in urban areas. In some cases, squatters have settled in high-risk areas that are prone to flooding and other hazards, and have encroached on urban agricultural land and forest reserves.

Challenges to environmental protection include the unsustainable use of natural resources, weak institutional capacity to enforce environmental laws and coordinate trans-boundary natural resource management, and weak mechanisms to support the participation of communities and the private sector in Environment Natural Resource Management.

### ONGOING PROJECTS

#### UNDP Support

The UNDP supports the environmental sector through the Global Environmental Facility, which provides grants to developing countries for projects aimed at benefiting the global environment and promoting sustainable livelihoods in local communities. The Environmental Protection and Natural Resources Management Project (2002-2006) aims to enhance managerial capacity for environmental protection and sustainable utilisation of natural resources, as well as facilitate domestic implementation of international environment conventions. To implement the Environmental Protection and Natural Resources Management Project, UNDP collaborates with the Ministry of Tourism, Environment and Natural Resources, the Zambia Wildlife Authority, the Environmental Council of Zambia and the Zambia Meteorological Department.

## THE INSTITUTIONAL SET-UP

- At the national level, the Ministry of Tourism, Environment and Natural Resources is responsible for the overall implementation of national environmental policy and regulations. It is assisted by the Environmental Council of Zambia, which in turn works with the local authorities and local NGOs to regulate activities that might pollute or degrade the environment.

## REGULATORY FRAMEWORK

- The policy and institutional framework governing environmental management is mainly enshrined in the National Environmental Action Plan and Environmental Protection and Pollution Control Act.
- At the local level, municipalities have enacted by-laws that prevent people from polluting or degrading the environment. The policy and regulatory frameworks are generally adequate but lack of enforcement is a major issue.
- To help monitor and enforce environment legislation and regulations, the Environmental Protection and Pollution Control Act was enacted in 1990, which established the Environmental Council of Zambia. In 1994, the National Environmental Action Plan was approved.

- The National Water Policy, formulated in 1994, aims at promoting sustainable water resource management, with a view to facilitating adequate, equitable and good quality water for all users at acceptable costs, at the same time ensuring security of supply. This policy led to the enactment of the Water Supply and Sanitation Act No. 28 of 1997, which provides for the creation of commercial utilities to manage urban water systems, 10 of which are now in existence. The government also created the National Water Supply and Sanitation Council to regulate service providers.

## RESOURCE MOBILISATION

- Due to poorly tapped resource mobilisation potential, local authorities generally lack adequate funding for environmental control and monitoring, which has led to widespread environmental degradation and pollution.
- Many of the on-going programmes in urban environmental management are externally funded, which is not sustainable. There is a need to build the capacity of institutions such as local authorities and mobilise local resources to adequately manage the urban environment.
- External assistance still remains an important part of resource mobilisation and must be tapped.



## PERFORMANCE AND ACCOUNTABILITY

The policy and regulatory framework for environmental management is not properly enforced, resulting in the current problems of environmental degradation. The municipalities cannot act in isolation, but the responsibility falls on all institutions. Performance in this regard has not been good and institutions have not been held accountable for their shortcomings or disregard of the regulations. There is a need to reinforce the system of enforcement of laws and regulations so that these act as an effective deterrent to would-be violators.

### AGREED PRIORITIES

- Improve waste management.
- Control illegal developments.
- Curb quarrying on road reserves and other areas.
- Improve funding for environmental planning and management.
- Reduce water pollution.
- Limit deforestation.

#### ENVIRONMENT Nº1

#### Project proposal Page 39

Institutional coordination for improved urban environmental management

#### ENVIRONMENT Nº2

#### Project proposal page 40

Community-based sustainable urban environmental management

#### ENVIRONMENT Nº3

#### Project proposal page 40

Sustainable water resources and sanitation

#### ENVIRONMENT Nº4

#### Project proposal page 41

Public-private sector partnerships in waste management

#### ENVIRONMENT Nº5

#### Project proposal page 42

National framework for urban environmental planning and management



## GOVERNANCE

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
POLICY AND LEGISLATIVE FRAMEWORK, DEVOLUTION OF POWER				
<ul style="list-style-type: none"> <li>Existence of relevant legislation, such as the Local Government Act and Town and Country Planning Act.</li> <li>Existence of a decentralisation policy.</li> <li>Existence of democratic community organisations, such as the District Development Co-ordination Committees and Resident Development Committees.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of political will and capacity to implement policies.</li> <li>Central government still retains central authority through the Ministry of Local Government and Housing.</li> <li>Weak mayoral arrangements.</li> <li>Lack of participation of local authorities in the revision of financial policies and legislation.</li> </ul>	<ul style="list-style-type: none"> <li>Reinforcement of regulations.</li> <li>Empowerment of Resident Development Committees through a provision in an Act of Parliament.</li> </ul>	<ul style="list-style-type: none"> <li>Citizens' ignorance of the existing by-laws.</li> <li>Outside interference in the affairs of local governance.</li> <li>The dualistic nature of city governance often leads to power struggles between the district administration and the municipality.</li> </ul>	<ul style="list-style-type: none"> <li>Review legislation that governs taxes and levies, and that guides the development of the informal sector.</li> <li>Implement the decentralisation policy.</li> <li>Promote good governance and empowerment.</li> </ul>
FISCAL DECENTRALISATION, REVENUE COLLECTION AND			FISCAL MANAGEMENT	
<ul style="list-style-type: none"> <li>Activity-based budgeting</li> <li>Local Authority autonomy in finance management and revenue collection</li> </ul>	<ul style="list-style-type: none"> <li>Lack of financial capacity to implement governance programmes.</li> <li>Poor resource mobilisation.</li> <li>Weak resource base.</li> <li>Many elected leaders are economically impoverished.</li> <li>Untapped potential for income generation.</li> <li>Most councils lack the capacity to prepare books of accounts and the capacity to streamline revenue collection.</li> <li>Outdated property valuation rolls.</li> </ul>	<ul style="list-style-type: none"> <li>Availability of training materials, finances and willing donors to help improve governance at local level.</li> <li>Funding from central government and donor agencies.</li> <li>Need to capacitate both technocrats and civic leaders with management skills.</li> <li>Possibility of mobilising resources for economic empowerment.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of support from local development partners.</li> <li>Failure of government to provide grants in lieu of rates to local authorities.</li> <li>Lack of transparency.</li> <li>Corruption and mismanagement of revenue.</li> </ul>	<ul style="list-style-type: none"> <li>Improve resource mobilisation and utilisation.</li> <li>Develop transparent resource utilisation.</li> <li>Widen the resource base.</li> </ul>

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
PERFORMANCE AND ACCOUNTABILITY				
<ul style="list-style-type: none"> <li>• Availability of well-articulated governance structures, and channels of communication and information flows.</li> <li>• Existence of District Development Coordination Committees and Resident Development Committees.</li> <li>• Availability of democratically elected councillors.</li> <li>• Autonomy in recruitment and manpower development.</li> </ul>	<ul style="list-style-type: none"> <li>• Inadequate local capacity to sustain governance structures.</li> <li>• Inability to formulate communication strategies.</li> <li>• Lack of transparency and accountability.</li> <li>• Lack of knowledge training and skills to manage change and development processes.</li> <li>• Lack of enforcement through existing regulations.</li> <li>• Government controls national resources from the centre.</li> <li>• Councils' unproductive and bloated workforce.</li> </ul>	<ul style="list-style-type: none"> <li>• Availability of manpower and a cadre of democratically elected officials at city and community levels.</li> <li>• Funding from central government.</li> <li>• Donor-funded programmes and donor willingness to assist in capacity building.</li> <li>• Introduction of a staff appraisal system.</li> <li>• Recruitment of qualified manpower.</li> <li>• Introduction of IT into the day-to-day running of council departments.</li> <li>• Retrenchment of excess manpower.</li> </ul>	<ul style="list-style-type: none"> <li>• Loss of productive sector through HIV/AIDS.</li> <li>• Decline in industrial growth.</li> <li>• Political interference.</li> <li>• Corruption, which erodes accountability.</li> <li>• Political interference.</li> <li>• High staff turnover due to poor service conditions.</li> </ul>	<ul style="list-style-type: none"> <li>• Build capacity.</li> <li>• Improve accountability and transparency.</li> </ul>

GOVERNANCE Nº1	Project proposal
	Improving Revenue-Generation Strategies for local authorities

**LOCATION:** Pilot demonstration projects in selected municipalities.

**DURATION:** 24 months

**BENEFICIARIES:** Selected local authorities and urban communities.

**IMPLEMENTING PARTNERS:** Ministry of Local Government and Housing, UN-HABITAT, and Local Government Association of Zambia.

**ESTIMATED COST:** US\$500,000

**BACKGROUND:** Local authorities in Zambia are facing serious financial problems mainly due to lack of support from central government, a narrow resource base, untapped potential for income generation and outdated policies, all of which confine them to being an implementer with no participation in such critical activities as the determination of certain levies. Major council sources of revenue – such as property rates, ground rent, trading licences and personal levy – have proved inadequate for service provision and carrying out capital projects. Many local authorities are unable even to pay salaries for their workforce; indeed, some council workers have not been paid for years. Although the law states that the central government should pay grants to local authorities in lieu of rates, generally the government does not do so.

**OBJECTIVE:** Establish a revenue-generation strategy in order to improve the revenue base of councils. The first objective is to increase efficiency and transparency in the existing systems. The second objective is to build capacity in order to sustain the new system.

**ACTIVITIES:** (1) Study existing revenue-generation systems including revenue collection and taxation. (2) Study Best Practices from other countries and from successful local authorities. (3) Develop guidelines for improving existing systems. (4) Develop guidelines for demonstration pilot projects. (5) Undertake training of local authority staff. (6) Implement the demonstration pilot programmes to test the strategy in the pilot areas. (7) Sensitise local authorities and other stakeholders on the new strategy.

**OUTPUTS:** Local authority revenue-generation strategy developed. Adequate revenue generated in the pilot local authorities. Recommendations on the implementation of the new strategy in other local authorities completed.

**STAFF REQUIRED:** Consultancy team with expertise in local authority finance, staff from the pilot local authority, representatives of community-based organisations and government facilitators.

GOVERNANCE Nº2	Project proposal
	Securing the tenure of Council Management Officers

**LOCATION:** Zambia

**DURATION:** 24 months

**BENEFICIARIES:** Local authorities and residents.

**IMPLEMENTING PARTNERS:** Ministry of Local Government and Housing, UN-HABITAT, and Local Government Association of Zambia.

**ESTIMATED COST:** US\$300,000

**BACKGROUND:** Local authorities in Zambia are facing serious financial problems mainly due to lack of support from central government, a narrow resource base, untapped potential for income generation and outdated policies, all of which confine them to being an implementer with no participation in such critical activities as the determination of certain levies. Major council sources of revenue – such as property rates, ground rent, trading licences and personal levy – have proved inadequate for service provision and carrying out capital projects. Many local authorities are unable even to pay salaries for their workforce; indeed, some council workers have not been paid for years. Although the law states that the central government should pay grants to local authorities in lieu of rates, generally the government does not do so.

**OBJECTIVE:** Establish a revenue-generation strategy in order to improve the revenue base of councils. The first objective is to increase efficiency and transparency in the existing systems. The second objective is to build capacity in order to sustain the new system.

**ACTIVITIES:** (1) Study existing revenue-generation systems including revenue collection and taxation. (2) Study Best Practices from other countries and from successful local authorities. (3) Develop guidelines for improving existing systems. (4) Develop guidelines for demonstration pilot projects. (5) Undertake training of local authority staff. (6) Implement the demonstration pilot programmes to test the strategy in the pilot areas. (7) Sensitise local authorities and other stakeholders on the new strategy.

**OUTPUTS:** Local authority revenue-generation strategy developed. Adequate revenue generated in the pilot local authorities. Recommendations on the implementation of the new strategy in other local authorities completed.

**STAFF REQUIRED:** Consultancy team with expertise in local authority finance, staff from the pilot local authority, representatives of community-based organisations and government facilitators.

GOVERNANCE Nº3	Project proposal
	Improving Revenue-Generation Strategies for local authorities

**LOCATION:** Pilot demonstration projects in selected municipalities.

**DURATION:** 24 months

**BENEFICIARIES:** Local authorities, civic leaders and residents.

**IMPLEMENTING PARTNERS:** Ministry of Local Government and Housing, UN-HABITAT, UNDP, and demonstration project local authorities.

**ESTIMATED COST:** US\$500,000

**BACKGROUND:** Local authorities cannot adequately deliver services to residents without efficient, competent, transparent and accountable leadership. A major reason for poor service delivery from local authorities is the lack of capacity among management and civic leaders. Often, councillors are elected to office on the basis of the popularity of their political parties and not on their capacity to provide quality civic leadership as individuals. Consequently, many councillors do not possess the experience and skills expected in 'board members' of councils. Capacity building is therefore essential for civic leaders, especially when they assume office. The project will involve the implementation of training manuals on elected leadership and capacity building developed by UN-HABITAT and other organisations.

**OBJECTIVE:** To build capacity for local governance in order to realise effective and accountable leadership in local authorities.

**ACTIVITIES:** (1) Identify areas of deficit in the orientation programmes for councillors. (2) Study Best Practices from cities in other countries. (3) Design training programmes based on good governance and accountability. (4) Train civic leaders in leadership and local governance. (5) Establish measures to ensure accountability in local governance.

**OUTPUTS:** Capacity developed of councillors in providing adequate civic leadership. Overall local governance of councils enhanced. Recommendations for replication produced.

**STAFF REQUIRED:** A consultant with expertise in local governance issues, local authority staff, and private sector and community organisation staff.

GOVERNANCE Nº4	Project proposal
	Securing the tenure of Council Management Officers

**LOCATION:** Pilot demonstration projects in selected municipalities.

**DURATION:** 24 months

**BENEFICIARIES:** Local authorities, the private sector and residents.

**IMPLEMENTING PARTNERS:** Pilot project local authorities, Ministry of Local Government and Housing, UN-HABITAT, and UNDP.

**ESTIMATED COST:** US\$500,000

**BACKGROUND:** Local authorities cannot adequately deliver services to residents without the involvement of other stakeholders. There are many spheres in which the councils can work with the private sector to deliver services. In Lusaka, for example, the city council has entered into partnership with the private sector in the development of markets. The council provided the land while the private sector provided the finance. The council has issued a lease agreement to the private investor to run the market for a specified period, enough to recoup their investment and make a profit before handing over the markets to the local authority.

**OBJECTIVE:** Improve service delivery through forging public-private partnerships in urban environmental planning and management, and city development in general. The first objective is to create a stakeholders' forum where all stakeholders meet and identify priority issues in environmental management of the city/town. The second objective is to develop a partnership strategy for the participation of stakeholders in environmental management and urban development.

**ACTIVITIES:** (1) Study Best Practices from cities in other countries. (2) Create a stakeholders' forum in the pilot local authority. (3) Identify priority environmental management and city development issues. (4) Identify possible areas of private sector participation. (5) Establish a public-private partnership mechanism. (6) Train stakeholders in the implementation of public-private partnerships to promote development.

**OUTPUTS:** Public-private partnerships in urban environmental management established. Stakeholder participation in city development increased.

**STAFF REQUIRED:** Local authority staff, private sector consultants and staff from community organisations.

<b>GOVERNANCE</b> N°5	<b>Project proposal</b>
	Mainstreaming best practices and policies to improve the living environment

**LOCATION:** Zambia

**DURATION:** 24 months

**BENEFICIARIES:** Local authorities, central government and residents.

**IMPLEMENTING PARTNERS:** UN-HABITAT, UNDP, Ministry of Local Government and Housing, and United Nations Environmental Programme (UNEP).

**ESTIMATED COST:** US\$200,000

**BACKGROUND COST:** US\$200,000

**BACKGROUND:** The Habitat Agenda proposes two key instruments for monitoring progress in its implementation: documentation of best practices and urban indicators. Since the establishment of the Dubai International Award for Best Practice to Improve the Living Environment in 1995, UN-HABITAT has established a global network of partners who are actively engaged in the identification, documentation and dissemination of lessons learned from best practices, in order to support the implementation of the Habitat Agenda and Local Agenda 21. UN-HABITAT has developed a facility to support the mainstreaming of best practices and policies to improve the living environment in Zambia.

**OBJECTIVE:** To mainstream best practices and good policies among key urban stakeholders. To help identify, document and scale up the following: best practices; lessons learned; exchange of ideas; expertise; pro-poor and gender-sensitive urban policies and legislation; and examples of effective transfer of best practice knowledge.

**ACTIVITIES:** (1) Mainstream lessons learned by providing the space and opportunity for proponents of best practices. (2) Mobilise partners and monitor organisations and institutions as part of their ongoing work and mandate. (3) Mobilise and assist national and local Habitat Agenda partners to identify and document compelling examples of projects, initiatives, action plans, programmes or policies that have a tangible impact on improving the living environment. (4) Identify the means for creating a national award system involving partners – including national and local governments, civil society, academia, the private sector and interested donors. (5) Assist in identifying compelling examples of transfer of ideas, processes, policies, expertise, experience or technology that have had a tangible impact on improving the living environment. (6) Help promote and facilitate the scaling up or transfer of best practices. Help in identification, mobilisation and leveraging of resources.

**OUTPUTS:** Best practices and good policies documented, publicised, mainstreamed and scaled up among stakeholders.

**STAFF REQUIRED:** Staff from the Ministry of Local Government and Housing, the Environmental Council of Zambia, and NGOs, and the HABITAT Programme Manager.

## SLUMS

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
REGULATORY FRAMEWORK AND INSTITUTIONAL SET-UP				
<ul style="list-style-type: none"> <li>The Housing, Local Government and Land Acts are in place.</li> <li>Structures exist at district level for implementing legislative frameworks.</li> <li>Existence of Sites and Services and Squatter Control Units in Councils.</li> <li>Zambian Water Supply and Sanitation Bill and Peri-Urban Water Supply and Sanitation Strategy are in place.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of effective enforcement mechanisms.</li> <li>Inadequate enforcement of national and sub-national by-laws.</li> <li>Lack of technical capacity for slum improvement.</li> <li>Peri-urban Water Supply Strategy does not cover issues of access, drainage, solid waste management, community facilities and land tenure.</li> <li>The Housing Act precludes other laws from applying to areas of its jurisdiction.</li> </ul>	<ul style="list-style-type: none"> <li>Enabling environment for amendment of Acts of Parliament.</li> <li>Governance structures such as Resident Development Committees and Ward Development Committees are in place.</li> <li>Amendments to bring the Housing Act in line with market-oriented housing delivery mechanisms.</li> </ul>	<ul style="list-style-type: none"> <li>The Local Government Act vests too much power in the Ministry of Local Government and Housing.</li> <li>Poor dissemination of legal provisions of the Acts.</li> <li>Non-amendment of Acts of Parliament.</li> <li>Lack of a peri-urban development strategy.</li> <li>Political interference.</li> <li>Half-hearted implementation or non-implementation of the decentralisation policy.</li> <li>Centralised decision making.</li> </ul>	<ul style="list-style-type: none"> <li>Propose amendments of the Acts of Parliament.</li> <li>Implement the decentralisation policy.</li> <li>Formulate a peri-urban development strategy.</li> <li>Reorganise structures to fit in the current socio-economic environment.</li> </ul>
RESOURCE MOBILISATION				
<ul style="list-style-type: none"> <li>Councils are endowed with untapped resources – human, natural and financial.</li> <li>Large pool of cheap labour.</li> <li>NGOs provide some micro-finance for residents.</li> <li>Availability of human resources.</li> </ul>	<ul style="list-style-type: none"> <li>Poor coordination among stakeholders.</li> <li>Lack of strategic planning.</li> <li>High percentage of people living in abject poverty.</li> <li>High unemployment.</li> </ul>	<ul style="list-style-type: none"> <li>Participation in community-driven development projects.</li> <li>Good communication infrastructure for establishing networks.</li> <li>Mobilising resources for upgrading and sustainability.</li> </ul>	<ul style="list-style-type: none"> <li>High cost of living and high inflation rates, leading to construction being very expensive.</li> <li>Stringent loan conditions.</li> <li>High interest rates on loans for housing finance.</li> </ul>	<ul style="list-style-type: none"> <li>Develop affordable funding to channel to house construction.</li> <li>Conduct situation analyses of slums.</li> <li>Provide training in critical performance areas and transparency.</li> </ul>

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
SQUATTER UPDGRADING				
<ul style="list-style-type: none"> <li>Human resources and structures in place.</li> <li>Availability of land.</li> <li>Local authorities act as agents of the Ministry of Lands.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of resources for development of improvement areas.</li> <li>Inertia and poor work culture.</li> <li>Lack of transparency in operations.</li> <li>Poor communication.</li> <li>Poor resource utilisation.</li> <li>Lack of equipment and essential infrastructure, and inadequate spatial planning.</li> </ul>	<ul style="list-style-type: none"> <li>Existence of organisations/institutions for capacity building in these areas.</li> <li>Community cohesion.</li> <li>Knowledge sharing among local authorities.</li> </ul>	<ul style="list-style-type: none"> <li>Urban floods, fires and disease epidemics.</li> </ul>	<ul style="list-style-type: none"> <li>Provide basic services such as water and sanitation.</li> <li>Improve housing stock.</li> <li>Improve environmental living conditions.</li> <li>Develop shelter that meets the minimum -acceptable housing standards.</li> </ul>

SLUMS Nº1	Project proposal
	Developing a Squatter-Upgrading Strategy

**LOCATION:** Zambia

**DURATION:** 12 months

**BENEFICIARIES:** Residents of unplanned settlements, local authorities and the private sector.

**IMPLEMENTING PARTNERS:** Ministry of Local Government and Housing, UN-HABITAT, Local Government Association of Zambia, and local authorities.

**ESTIMATED COST:** US\$300,000

**BACKGROUND:** Various donors and NGOs, together with local administrations, are attempting to address some of the problems related to upgrading in Zambia and are implementing a number of initiatives, particularly in Lusaka and the copper belt. These initiatives are not framed within an overall national policy for low-income, unplanned/informal settlements. It is likely that greater efficiencies and more consistency would come from the initiatives being guided by an overall policy and a clear strategy for implementing that policy. Issues addressed would need to include land tenure, landlord/tenant rights and community participation.

**OBJECTIVES:** Establish a standard squatter-upgrading strategy in order to guide the upgrading of informal settlements. The first objective is to develop an upgrading framework. The second objective is to set standards for upgrading, service levels, operation and maintenance, as well as cost recovery and sustainability.

**ACTIVITIES:** ((1) Study existing legal frameworks on squatter upgrading. (2) Study best practices from other countries and from past squatter-upgrading programmes. (3) Develop guidelines for a squatter-upgrading strategy. (4) Develop guidelines for a demonstration pilot project. (5) Train local authority staff and Resident Development Committee members in the pilot area. (6) Implement a demonstration pilot programme to test the strategy in a selected unplanned settlement. (7) Sensitise local authorities and other stakeholders on the new strategy.

**OUTPUTS:** National Squatter-Upgrading Strategy developed. A pilot project completed. Recommendations on implementation of the new squatter-upgrading strategy developed.

**STAFF REQUIRED:** A consultancy team with expertise in squatter upgrading, Ministry of Local Government and Housing staff, and staff from the local authority in charge of the selected pilot area.

SLUMS Nº2	Project proposal
	Resource Mobilisation Strategy for Resident Development Committees

**LOCATION:** Zambia

**DURATION:** 12 months

**BENEFICIARIES:** Residents of unplanned settlements, community-based organisations and local authorities.

**IMPLEMENTING PARTNERS:** Ministry of Local Government and Housing, UN-HABITAT, Local Government Association of Zambia, and local authorities.

**ESTIMATED COST:** US\$300,000

**BACKGROUND:** Residents have put Resident Development Committee (RDC) members into office democratically to facilitate development in urban settlements. Most RDCs are found in unplanned settlements, where more than 70 percent of the residents of urban areas live. Duties of RDCs include: improving living environments and livelihoods by instituting appropriate management structures for human and financial resources as a basis from which community plans can be developed; ensuring that both women and men are included in training for leadership, business management and technical skills; promoting research on any area of study that advances the local community; and engaging the participation of residents to express their needs in a participatory way for effective execution, maintenance and consolidation of project activities undertaken by the communities. RDCs have a big mandate in the development of settlements but inadequate resources hamper the execution of their duties.

**OBJECTIVE:** To develop a sustainable resource base for RDCs in order to enable them to carry out their mandate more effectively, and to improve their resource management capabilities.

**ACTIVITIES:** (1) Undertake a study to identify possible sources of income for RDCs. (2) Identify standard training needs for RDCs. (3) Undertake training of RDC members in a pilot settlement. (4) Develop a resource-sharing policy for RDCs and local authorities. (5) Develop a mechanism for sustaining RDC operations. (6) Develop a policy for revenue collection in the settlement in partnership with local authorities.

**OUTPUTS:** Mechanism for resource mobilisation for RDCs developed. Efficiency in resource management achieved by RDCs. Ways and means of sustaining RDC operations developed.

**STAFF REQUIRED:** Members of the RDC in the pilot settlement, council staff, finance and institutions experts, and Ministry of Local Government and Housing staff.

SLUMS Nº3	Project proposal
	Providing security of land tenure in legalised unplanned settlements

**LOCATION:** Pilot demonstration projects in selected local authorities.

**DURATION:** 36 months

**BENEFICIARIES:** Residents of unplanned settlements, the private sector, community-based organisations and local authorities.

**IMPLEMENTING PARTNERS:** Ministry of Local Government and Housing, UN-HABITAT, Local Government Association of Zambia, and Ministry of Justice.

**ESTIMATED COST:** US\$1,000,000

**BACKGROUND:** Urban studies have revealed that without legal title to land, most residents of unplanned settlements will not invest in the improvement of the semi-permanent structures in which they live. In Lusaka in 2000, the City Council carried out a pilot programme to improve the security of land tenure of residents in unplanned settlements (Improvement Areas), with support from the Swedish International Development Cooperation Agency (Sida). Many informal settlements in towns and cities have been regularised, but the majority of people do not have secure tenure at the household level, depriving them of any potential benefits. Security of land tenure has the following advantages, which make it a necessity for human development: it provides legal protection for property owners from possible eviction and demolition of their dwelling without compensation; the property gains value on the land market; the property can be used as collateral for bank loans and other transactions. Further, secure tenure improves the status of the settlement and opens it up to long-term socio-economic investment by government, donors, investors, etc.

**OBJECTIVES:** The overall objective of securing land tenure at the household level in legalised unplanned settlements is to enhance economic and social development through secure land rights for women and men in urban areas.

**ACTIVITIES:** (1) Sensitise communities through the Resident Development Committees on the importance of secure tenure. (2) Develop a digital community map for a selected pilot settlement area. (3) Undertake a comprehensive house registration exercise for the pilot area. (4) Develop a quick and efficient way of preparing occupancy licences and maintaining land records. (5) Issue occupancy licences to residents in the pilot settlements. .

**OUTPUTS:** Efficient methodology developed and implemented for issuance of security of tenure. Programme developed for scaling up the issuance of occupancy licences to other urban areas.

**STAFF REQUIRED:** Council staff in the pilot area, RDC members, area-based organisation members, and staff from the Ministry of Local Government and Housing.

SLUMS N°4	Project proposal
	Sustainable solid waste management in informal settlements

**LOCATION:** Pilot demonstration projects in selected local authorities.

**DURATION:** 36 months

**BENEFICIARIES:** Residents of cities and towns, the private sector, and local authorities.

**IMPLEMENTING PARTNERS:** Ministry of Local Government and Housing, UN-HABITAT, UNDP, and Danish International Development Agency.

**ESTIMATED COST:** US\$2,000,000

**BACKGROUND:** Waste management in major urban areas has been totally inadequate. It is not uncommon for garbage to lie uncollected for a long time in the towns and cities. Councils lack the capacity for adequate waste management. Lack of funding is commonly cited for this. There are a number of private contractors rendering collection services in Lusaka, but the cost of these services is too high for the average resident.

**OBJECTIVE:** Devise a cost-effective waste management system for informal settlements in order to improved living conditions of the residents (especially the poor) through sustainable, replicable and poverty-oriented management of solid waste in urban centres of Zambia. To develop a replicable model for urban solid waste management in Zambia's unplanned settlements.

**ACTIVITIES:** (1) Mobilise stakeholders. (2) Conduct surveys and investigation. (3) Design a participatory solid waste management strategy. (4) Implement the strategy for waste management in a pilot council. (5) Mobilise communities through Resident Development Committees. (6) Facilitate community participation, public awareness and training for both community members and council staff. (7) Carry out clean-up operations.

**OUTPUTS:** Strategic Plan developed for a selected pilot city and five-year rolling Action Plan. Solid waste collection services in the pilot area implemented. Framework for replication developed and additional peri-urban areas identified. Clean-up and improved operations of existing dumpsites in the pilot city completed. Siting and conceptual design developed for a new environmentally sound landfill for the pilot local authority.

**STAFF REQUIRED:** Waste management experts, council staff, RDC members and staff from the Environmental Council of Zambia.



## GENDER AND HIV/AIDS

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
INSTITUTIONAL SET-UP				
<ul style="list-style-type: none"> <li>Support for gender and HIV/AIDS programmes from the government and other institutions.</li> <li>Existence of Gender in Development Division, National Gender Policy, Gender Management System, national HIV/AIDS prevention and control programmes, National AIDS Council and the draft HIV/AIDS policy.</li> <li>Establishment of HIV/AIDS sub-committees (task forces) in districts.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of political will to implement existing policies.</li> <li>Lack of financial resources to carry out programmes.</li> <li>Lack of appropriate legislation.</li> <li>Zambian constitution has no provision for incorporating international treaties and domestic laws.</li> <li>Cultural beliefs, customs and socialisation processes perpetuate gender imbalances.</li> <li>Discrimination against women through customary law.</li> </ul>	<ul style="list-style-type: none"> <li>Availability of local and international financial and technical support.</li> <li>Zambia has ratified most international conventions that promote human rights.</li> <li>Declaration of HIV/AIDS as a national emergency.</li> <li>Supportive environment for partners working to promote girls' education and women's empowerment.</li> </ul>	<ul style="list-style-type: none"> <li>Inadequate government support.</li> <li>Stigma associated with HIV/AIDS.</li> <li>HIV/AIDS-related devastation of the local economy.</li> <li>Segregate policies and laws (e.g. traditional laws).</li> </ul>	<ul style="list-style-type: none"> <li>Find or provide funding for implementation of policies and programmes.</li> <li>Conduct sensitisation programmes.</li> </ul>
RESOURCE MOBILISATION				
<ul style="list-style-type: none"> <li>Donor funding and government funding.</li> </ul>	<ul style="list-style-type: none"> <li>Marginalised financial capacities by local players to fund gender-related programmes.</li> <li>Lack of gender-disaggregated data in sector ministries.</li> <li>High staff turnover and lack of continuity.</li> <li>Inadequate financial and material support to women's and youth groups.</li> <li>The exploitation of human resources is exacerbated by gender disparities.</li> </ul>	<ul style="list-style-type: none"> <li>Availability of a Gender Policy.</li> <li>Government ministries have aligned their programmes with the National Gender Policy.</li> </ul>	<ul style="list-style-type: none"> <li>Stringent conditions attached to donor funds.</li> <li>Inadequate resources to cater for a growing population faced with a growing gender gap and an HIV/AIDS epidemic.</li> </ul>	<ul style="list-style-type: none"> <li>Capacity building to impart would-be implementers of gender-related programmes with skills to propose bankable projects.).</li> </ul>

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
EMPOWERMENT AND ACCOUNTABILITY				
<ul style="list-style-type: none"> <li>Enabling governance structures.</li> <li>Parliamentary Committee on Legal Affairs, Governance, Human Rights and Gender Matters.</li> <li>The profiles of gender and HIV/AIDS issues are rising in local authorities.</li> <li>Existence of community governance structures such as Neighbourhood Health Committees and Resident Development Committees.</li> <li>Formulation of appropriate policy interventions in line ministries.</li> </ul>	<ul style="list-style-type: none"> <li>Poor literacy levels in some communities.</li> <li>Lack of interest and commitment.</li> <li>Absence of accountability mechanisms in local authorities.</li> <li>Poor culture of information management and record keeping.</li> </ul>	<ul style="list-style-type: none"> <li>Willingness of donors and NGOs to assist committed communities.</li> <li>The government is revamping the national budget and is training all gender focal points in line ministries.</li> <li>Government capacity-building programme for gender focal points in ministries and local authorities.</li> </ul>	<ul style="list-style-type: none"> <li>Isolation from mainstream national activities on gender and HIV/AIDS awareness.</li> <li>Severe loss in economic productivity through HIV/AIDS.</li> <li>Political interference.</li> </ul>	<ul style="list-style-type: none"> <li>Education and sensitisation campaigns.</li> <li>Training in home-based care and running of VCT centres.</li> <li>Scaling up the Community Response to AIDS capacity-building programme on gender and HIV/AIDS.</li> <li>Sensitisation on accountability.</li> </ul>

## Project proposal

Gender and HIV/AIDS institutionalisation in local authority operation

**LOCATION:** Pilot demonstration projects in selected municipalities.

**DURATION:** 24 months

**BENEFICIARIES:** Local authority staff and residents in selected municipalities.

**IMPLEMENTING PARTNERS:** Ministry of Local Government and Housing, Gender in Development Division, UNDP, and Local Government Association of Zambia. .

**ESTIMATED COST:** US\$400,000

**BACKGROUND:** A National Gender Policy was approved in 2000 and a Strategic Plan of Action (2004-2008) for the policy in January 2004. The government has been criticised, however, for the slow progress in addressing and mainstreaming gender issues. Although Zambia has signed the SADC declaration for reaching the 30 percent representation of women in decision making by 2005, achieving this target seems far-off in Zambia. With regard to promoting gender equity and women's empowerment, not much has been achieved. In the councils there are only 94 elected female councillors out of 1194 councillors (2005). The exploitation of the full potential of Zambia's human resource is therefore constrained by gender disparities. Councils have also continued to lose their staff to HIV/AIDS at an alarming rate, yet mechanisms for the institutionalisation of gender and HIV/AIDS issues in local authority operations have not been developed.

**OBJECTIVES:** To help local authorities develop institutional responses to raise the profile of gender and HIV/AIDS issues in local authorities, thereby giving the institutions an opportunity to focus their attention on the impact of HIV/AIDS on their staff. To promote sustainable human resource development by addressing gender disparities.

**ACTIVITIES:** (1) Study best practices from other countries and from successful local authorities. (2) Study the existing council policy on gender and HIV/AIDS issues. (3) Develop guidelines for mainstreaming

gender and HIV/AIDS issues in council operations. (4) Develop training materials. (5) Undertake training of local authority staff. (6) Sensitise local authorities and councillors about the importance of institutionalising gender and HIV/AIDS issues in council operations. (7) Develop strategies for replicating the institutionalisation of gender and HIV/AIDS issues in councils in general.

**OUTPUTS:** Gender and HIV/AIDS institutionalisation strategy developed. Improved awareness of gender and HIV/AIDS issues among staff. Recommendations developed on implementation of the new strategy in other local authorities.

**STAFF REQUIRED:** Consultant with expertise in gender and HIV/AIDS mainstreaming, local authority staff, and facilitators from the Ministry of Local Government and Housing.



## Project proposal

Legislation for Implementation of National Gender Policy

**LOCATION:** Zambia

**DURATION:** 24 months

**BENEFICIARIES:** Zambian citizens.

**IMPLEMENTING PARTNERS:** Gender in Development Division, Ministry of Local Government and Housing, UNDP, and Zambia Social Investment Fund (ZAMSIF).

**ESTIMATED COST:** US\$300,000

**BACKGROUND:** Government approved a National Gender Policy in 2000 and a Strategic Plan of Action for the implementation of the National Gender Policy in 2004. The Strategic Plan of Action, which covers the period from 2004 to 2008, is aimed at operationalising the government's vision on gender. However, there are weak institutional mechanisms for implementation of the National Gender Policy, a result of the lack of appropriate legislation. To this effect, there is a need for appropriate legislation that will give clear guidelines for institutional arrangements for the implementation of the National Gender Policy. The

appropriate legislation will enhance the coordination and accountability mechanisms currently in place.

**OBJECTIVES:** To enact legislation in order to support the implementation of the Gender Policy, which will put institutional arrangements in place and enhance coordination and accountability mechanisms.

**ACTIVITIES:** (1) Mobilise government support for new legislation that supports the implementation of the gender policy. (2) Study best practices from other countries. (3) Study national policies on HIV/AIDS. (4) Work with the focal ministry for HIV/AIDS and the Ministry of Justice in developing the new legislation. (5) Undertake training of local authority staff. (6) Sensitise senior officials in government, local authorities, the private sector and NGOs about the proposed new legislation. (7) Provide a forum for stakeholder participation in the formulation of the new legislation.

**OUTPUTS:** A Parliamentary Act for implementation of the Gender Policy.

**STAFF REQUIRED:** Legal Consultant with expertise in gender and HIV/AIDS issues, staff from the gender and HIV/AIDS focal ministry, and staff from the Ministry of Justice.



<b>GENDER HIV/AIDS Nº3</b>	<b>Project proposal</b>
	Enhancing women's participation in community projects

**LOCATION:** Pilot demonstration projects in selected municipalities.

**DURATION:** 24 months

**BENEFICIARIES:** Women in selected municipalities and community-based organisations

**IMPLEMENTING PARTNERS:** Pilot local authorities, community-based organisations, Zambia Social Investment Fund, UN-HABITAT and UNDP.

**ESTIMATED COST:** US\$500,000

**BACKGROUND:** Poverty and human deprivation is the primary problem many Zambians face (women and children in particular). Over 70 percent of the population in Zambia is poor. Although rural poverty remains more prevalent and severe than urban poverty, urban poverty has been increasing. The incidence of poverty is higher for female-headed households than male-headed households. Over 70 percent of all female-headed households are extremely poor. Women and other vulnerable groups also lack adequate training in management-related skills. For example, while women are able to identify project ideas, they do not know how to prepare project proposals. Most micro-enterprise owners interviewed do not know their profit margins. As a result, most are not involved in profitable businesses and lack negotiation skills and confidence in the market place. Most women are engaged in informal sector activities not for profit but in order to meet the immediate practical needs of the family. Any profits realised are used for educating children or feeding families.

**OBJECTIVES:** Build the capacity of women to manage micro-enterprises. Improve their knowledge about financial markets and financial management, and increase their access to credit for enterprise growth or capital. Enhance their negotiation skills and confidence in the market place.

**ACTIVITIES:** (1) (1) Provide literacy training. (2) Develop capacity regarding preparation of project proposals. (3) Train women and other vulnerable groups in micro-enterprise and business management. (4) Provide support for identification and development of appropriate community-based production projects. (5) Provide technical advice and assist women in securing support to implement their plans.

**OUTPUTS:** Women's management of micro-enterprises improved. Women's access to micro-finance increased. Women's capacity to generate income enhanced.

**STAFF REQUIRED:** A micro-enterprise consultant, staff from community-based organisations, local authority staff, Zambia Social Investment Fund staff, and staff from the Ministry of Finance and Economic Planning, the Ministry of Local Government and Housing, and the Ministry of Community Development.

## Project proposal

Capacity building for institutions that work with women and children

**LOCATION:** Pilot demonstration projects in selected municipalities.

**DURATION:** 36 months

**BENEFICIARIES:** Communities and community-based organisations.

**IMPLEMENTING PARTNERS:** Pilot local authorities, community-based organisations, Zambia Social Investment Fund, UN-HABITAT and UNDP.

**ESTIMATED COST:** US\$500,000

**BACKGROUND:** Limited capacity of community-based organisations and NGOs to support women and children's activities has been identified as one of the major constraints facing women. The inadequacies of these institutions have hindered the improvement of livelihood systems and the socio-economic status of women and children in poor urban communities. It is important, therefore, that the institutional and organisational capacity is developed of institutions that support and work with women and children. This will be addressed through the provision of support to and human resource development for community-based organisations, NGOs and government departments.

**OBJECTIVES:** To improve the livelihood systems and socio-economic status of women and children in poor urban communities through enhancing the capacity of institutions that support and work with women and children. To enhance partnerships among all relevant institutions and organisations supporting women and children's activities, especially at district and community levels.

**ACTIVITIES:** (1) Build capacities of community-based organisations/savings groups. (2) Build capacities of locally based micro-finance institutions that make finance available to women. (3) Provide support to human resource development of community-based organisations, NGOs and government departments. (4) Provide gender sensitisation training for district multi-sectoral teams, Zambia Social Investment Fund staff, NGOs, and government institutions that facilitate planning efforts by women's groups

and community-based organisations. (5) Develop information strategies, disseminate the lessons learned and encourage other communities and development partners to replicate the successful approaches.

**OUTPUTS:** Capacity of community-based organisations, NGOs, and government departments that support women and children's activities improved. Information exchange and networking among stakeholder institutions enhanced. National and regional efforts made more coordinated and effective.

**STAFF REQUIRED:** A micro-enterprise consultant, staff from community-based organisations, local authority staff, Zambia Social Investment Fund staff, staff from the Ministry of Finance and Economic Planning, and staff from the Ministry of Local Government and Housing.



## ENVIRONMENT

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
POLICY AND REGULATORY FRAMEWORK				
<ul style="list-style-type: none"> <li>Existence of legislation and regulatory institutions.</li> <li>Governance structures in place.</li> <li>Existence of council by-laws and Environmental Council of Zambia regulations..</li> </ul>	<ul style="list-style-type: none"> <li>Poor implementation of environmental policy.</li> <li>Poor enforcement of regulations.</li> <li>Inadequate funds.</li> <li>Inadequate technical capacity for environmental monitoring.</li> <li>Lack of information and knowledge regarding the environment regulations.</li> <li>Lack of coordination among stakeholders..</li> </ul>	<ul style="list-style-type: none"> <li>Strong goodwill from donor agencies and NGOs.</li> <li>Availability of professionals and technical skills in the country.</li> <li>Availability of external funding for development of environmental databases.</li> <li>Focus on the environment.</li> </ul>	<ul style="list-style-type: none"> <li>Inadequate government support and funding to municipalities.</li> <li>Inadequate external support in the form of capacity building and technical assistance.</li> <li>Political interference.</li> <li>Overextended bureaucracy.</li> </ul>	<ul style="list-style-type: none"> <li>Enforcement of environmental laws and regulations.</li> <li>Capacity building of local authorities, government institutions, Environmental Council of Zambia and communities.</li> <li>Implementation of the environmental policy.</li> </ul>
RESOURCE MOBILISATION				
<ul style="list-style-type: none"> <li>Organisational capacities exist to mobilise resources for environmental management.</li> <li>Availability of donor and NGO support.</li> <li>Pool of skilled manpower.</li> </ul>	<ul style="list-style-type: none"> <li>Nonexistent or poor resource mobilisation strategies.</li> <li>Lack of skills and knowledge to mobilise resources.</li> <li>Inadequate budgetary allocation for environmental management.</li> </ul>	<ul style="list-style-type: none"> <li>Potential for private sector participation.</li> <li>Large scope of environmental issues.</li> <li>Potential for donor assistance.</li> <li>Environmental concerns have attracted donor funding.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of information on external sources of financing for the urban environment.</li> <li>Dependency on donor aid.</li> </ul>	<ul style="list-style-type: none"> <li>Outsourcing of environmental management services.</li> <li>Private-public partnerships.</li> <li>Capacity building in resource mobilisation.</li> <li>Stakeholder participation.</li> </ul>
PERFORMANCE AND ACCOUNTABILITY				
<ul style="list-style-type: none"> <li>Existence of good policies and regulatory framework.</li> <li>Existence of community structures.</li> <li>Existence of good governance structures.</li> </ul>	<ul style="list-style-type: none"> <li>Poor enforcement of laws by authorities.</li> <li>Lack of community education on environmental protection.</li> <li>Poor environmental information management.</li> </ul>	<ul style="list-style-type: none"> <li>Commitment from stakeholders to participate.</li> <li>Good community organisation.</li> <li>Donor support for good governance.</li> </ul>	<ul style="list-style-type: none"> <li>Inadequate central government commitment and monitoring at local level.</li> <li>Limited capacities of local authorities.</li> </ul>	<ul style="list-style-type: none"> <li>Capacity building in organisational management.</li> <li>Development of environmental management databases.</li> <li>Strengthening of planning and management capacities.</li> </ul>

ENVIRONMENT Nº1	Project proposal
	Institutional coordination for improved urban environmental management

**LOCATION:** Zambia

**DURATION:** 24 months

**BENEFICIARIES:** Local authorities, Environmental Council of Zambia and urban communities.

**IMPLEMENTING PARTNERS:** Environmental Council of Zambia, UNEP, UN-Habitat, UNDP, local authorities, and Ministry of Local Government and Housing.

**ESTIMATED COST:** US\$500,000

**BACKGROUND:** Inadequate environmental management in the country is a result of deficient resources, institutional inadequacies, weak enforcement of regulations and lack of coordination among institutions tasked with environmental management. These institutions often tend to work in isolation with meagre resources. Without coordinated efforts, the impact of institutions on environmental management will remain inadequate while environmental degradation continues unabated at an alarming rate.

**OBJECTIVES:** To improve coordination and cooperation among institutions in charge of environmental management in the country. To enable institutions to pool resources and share information and strategies for combating urban environmental degradation. Establish networks among institutions for combating environmental degradation.

**ACTIVITIES:** (1) Study best practices on urban environmental management locally and from other countries. (2) Identify stakeholder institutions tasked with environmental management at the district level and develop networks among them. (3) Develop training materials on the mitigation of possible adverse effects resulting from the interrelationship between development and environment. (4) Undertake training of staff from stakeholder institutions. (5) Sensitise government officials, local authorities and councillors about the importance of sustainable environmental management. (6) Sensitise local authorities and councillors about the interrelationship between development and the environment. (7) Develop

mechanisms for facilitating stakeholder coordination at the district level.

**OUTPUTS:** Coordination among stakeholder institutions improved at both national and district levels. Awareness of stakeholders improved on the importance of environmental management. Networks on information sharing and knowledge development established.

**STAFF REQUIRED:** Staff from the Ministry of Local Government and Housing, the Ministry of Tourism, Environment and Natural Resources, the Environmental Council of Zambia, and the local authorities, and a consultant with expertise in urban environmental management.



ENVIRONMENT Nº2	Project proposal
	Community-based sustainable urban environment management

**LOCATION:** Pilot local authority areas

**DURATION:** 36 months

**BENEFICIARIES:** Urban communities and local authorities.

**IMPLEMENTING PARTNERS:** Local authorities, Ministry of Tourism, Environment and Natural Resources, Environmental Council of Zambia, UNEP, UN-Habitat, and Ministry of Local Government and Housing.

**ESTIMATED COST:** US\$ 500,000

**BACKGROUND:** Major urban areas are faced with serious environmental problems such as soil erosion, loss of soil fertility and changes to the microclimate resulting from rampant illegal quarrying, illegal developments, deforestation and over-exploitation of forest resources. In most cases, residents do not play any significant role in the management of the environment where they live. It is not uncommon for local residents to watch as locals and strangers alike exploit their local environment.

**OBJECTIVES:** To increase the participation of local residents in the management of the urban environment. To prepare and implement local environmental management plans in a participatory way, with the full involvement of community-based organisations such as the Resident Development Committees.

**ACTIVITIES:** (1) Sensitise pilot local authorities and Resident Development Committees (RDCs) on the importance of environmental management. (2) Study best practices from other countries on community-based environmental management. (3) Study existing council policy on environmental management. (4) Develop training materials. (5) Undertake training of local authority staff, staff from the Ministry of Tourism, Environment and Natural Resources and RDC members. (6) Formulate community-based environmental management committees comprising local and statutory stakeholders. Implement community-based environmental management in

the pilot areas. (7) Develop strategies for replicating project activities for other local authorities.

**OUTPUTS:** Community-based environmental management committees established. Community-based environmental management plans formulated. Local community watchdogs on environmental management created. Illegal developments controlled. Coordination between local authorities and community-based environmental management committees improved. Rampant exploitation of urban environmental resources stopped.

**STAFF REQUIRED:** Staff from the local authorities, Environmental Council of Zambia, community-based organisations, and the Ministry of Local Government and Housing.

ENVIRONMENT Nº3	Project proposal
	Sustainable water resources and sanitation

**LOCATION:** Pilot demonstration projects in selected municipalities

**DURATION:** 24 months

**BENEFICIARIES:** Communities, water utilities and local authorities.

**IMPLEMENTING PARTNERS:** Environmental Council of Zambia, UNEP, UN-Habitat, local authorities, and Ministry of Local Government and Housing.

**ESTIMATED COST:** US\$1,000,000

**BACKGROUND:** Nairobi has a diversity of potential partnerships and stakeholders. No community can exist without an adequate supply of water, purified to an acceptable standard. Whenever sewage has not been treated or disposed of properly, severe health and environmental risks have occurred, leading to outbreaks of cholera and other waterborne diseases and subsequent loss of life. The indiscriminate and unregulated sinking of boreholes, development of septic tanks and pit latrines, and digging of shallow wells are leading to serious water contamination in urban areas. The lack of master plans means that the development of water and sanitation infrastructure is uncoordinated and unplanned.

**OBJECTIVES:** To halt the indiscriminate sinking of boreholes. Generate and disseminate information on water resources and sanitation. Halt the use of shallow wells as sources of water for household use. Regulate development of septic tanks and pit latrines.

**ACTIVITIES:** (1) Study existing water and sanitation policies in the pilot local authorities. (2) Sensitise pilot local staff and councillors on sustainable management of water resources. (3) Study best practices from other countries and from successful local authorities. (4) Develop guidelines for the sinking of boreholes and the development of septic tanks and pit latrines in the settlements. (5) Formulate by-laws to incorporate water and sanitation layout plans into the development schemes of the Planning Authority. (6) Develop terms of reference for developing water and sanitation master plans. (7) Undertake training of local authority staff and Resident Development Committees on monitoring water resources. (8) Monitor the performance of the water supply. (9) Develop strategies for replicating project activities in other local authorities.

**OUTPUTS:** Sinking of boreholes in urban areas controlled and monitored. Development of septic tanks and pit latrines regulated. Water and sanitation plans incorporated into urban planning by the authorities. Terms of reference prepared for water and sanitation master plans. Coordination improved between planning departments of local authorities and water utilities' engineering departments.

**STAFF REQUIRED:** A consultant with expertise in water and sanitation, council staff, water utility staff, staff from community based-organisations, and Ministry of Local Government and Housing staff.

<b>ENVIRONMENT</b> N°4	<b>Project proposal</b> Public-private partnerships in waste management
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**LOCATION:** Pilot demonstration projects in selected municipalities

**DURATION:** 24 months

**BENEFICIARIES:** Communities, local authorities, the private sector and central government.

**IMPLEMENTING PARTNERS:** Environmental Council of Zambia, UNEP, UN-Habitat, local authorities, and Ministry of Local Government and Housing.

**ESTIMATED COST:** US\$1,000,000

**BACKGROUND:** Inadequate solid waste management remains one of the major aspects of environmental degradation in urban areas. Solid waste management is still believed by many to be the responsibility of local authorities. Unlike in the past when the national economy was doing better and the central government heavily funded local authorities, councils are no longer in a position to adequately provide solid waste management services without the involvement of other stakeholders such as local communities and the private sector.

**OBJECTIVES:** To develop sustainable waste management through public sector / private sector partnerships. Integrate stakeholder participation in creating local authority waste management by-laws. Help local authorities to develop institutional responses to raise community and public-private participation in waste management.

**ACTIVITIES:** (1) Sensitise pilot local authorities on public-private partnerships in waste management. (2) Study best practices from other countries and from successful local authorities. (3) Facilitate the formulation of by-laws on waste management. (4) Develop training materials. (5) Undertake the training of local authority staff. (6) Facilitate the formation of waste management committees (community-based enterprises) under the umbrella of Resident Development Committees (RDCs) or neighbourhood health committees. (7) Develop mechanisms to link community-based waste enterprises to the local authorities and citywide private sector initiatives. (8) Develop mechanisms for sustainable waste management. (9) Develop strategies for replicating the public-private partnership strategies in waste management.

**OUTPUTS:** Public-private partnership strategies developed in waste management. Waste management by-laws created. Sustainable waste management enhanced. Increased stakeholder participation in waste management. Recommendations made on the implementation of the new strategy for other local authorities.

**STAFF REQUIRED:** Solid waste management consultant, council staff, Environmental Council of Zambia staff and RDC members.

<b>ENVIRONMENT</b> N°5	<b>Project proposal</b> National framework for urban environmental planning and management
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**LOCATION:** Zambia

**DURATION:** 24 months

**BENEFICIARIES:** Local authorities, communities and central government.

**IMPLEMENTING PARTNERS:** Ministry of Local Government and Housing, UN-Habitat, UNDP, UNEP, and Environmental Council of Zambia.

**ESTIMATED COST:** US\$500,000

**BACKGROUND:** Sustainable environmental planning and management cannot be achieved without forging partnerships among stakeholders to leverage resources and coordinate programme activities. It is therefore necessary to provide strategic guidance at the national level through the following: a framework for capacity building at both national and local levels; a network and coordination mechanism for stakeholders; and a forum for participation and knowledge sharing on matters pertaining to environmental planning and management.

**OBJECTIVES:** To develop a national framework for the implementation of participatory environmental planning and management. To bring together stakeholders at national and local levels and provide a forum for information dissemination, resource mobilisation and knowledge sharing.

**ACTIVITIES:** (1) Study best practices from other countries on the establishment of a national framework for urban environmental planning and management. (2) Establish a local Habitat Forum and articulate its mandate. (3) Establish a network of stakeholders. (4) Develop a strategic plan for participatory environmental planning and management. (5) Develop mechanisms to promote sustainable environmental planning and management among stakeholders. (6) Develop mechanisms for sustainable waste management. (7) Develop strategies for improving environmental planning and management in local authorities. (8) Develop resource mobilisation strategies.

**OUTPUTS:** National framework for urban environmental planning and management formulated. Environmental planning and management stakeholder network created. Increased stakeholder participation in environmental planning and management. Forum established for information and knowledge sharing.

**STAFF REQUIRED:** Staff from the Ministry of Local Government and Housing, the Environmental Council of Zambia, the local authority, and NGOs.

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## ACRONYMS:

AMICAALL	Alliance of Mayors Initiative for Community Action on AIDS at the Local Level
ARV	Anti-retroviral
CBD	Central business district
CBO	Community-based organization
DANIDA	Danish International Development Agency
DDCC	District Development Coordinating Committee
ECZ	Environmental Council of Zambia
FTFZ	Food and Trees for Zambia
IT	Information technology
LCC	Lusaka City Council
LWSC	Lusaka Water and Sewerage Company
MACO	Ministry of Agriculture and Cooperatives
MLGH	Ministry of Local Government and Housing
MP	Member of parliament
NGO	Non-governmental organization
NMT	Non-motorised transport
NZP+	Network of Zambian People Living with HIV/AIDS
RDC	Resident Development Committee
RUSPS	Rapid Urban Sector Profiling for Sustainability
SADC	Southern Africa Development Community
SIDA	Swedish International Development Cooperation Agency
SWOT	Strengths, Weaknesses, Opportunities, and Threats
UNZA	University of Zambia
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UN-HABITAT	United Nations Human Settlements Programme
VCT	Voluntary Counselling and Testing
WDC	Ward Development Committee
ZAMSIF	Zambia Social Insurance Fund
ZAMTEL	Zambia Telecommunications Limited
ZESCO	Zambia Electricity Supply Company Limited
ZMK	Zambian Kwacha







# LUSAKA CITY CONSULTATION IN 2007

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